# PROTRACTED RELIEF AND RECOVERY OPERATION – LIBERIA 200550

Food Assistance for Refugees and Vulnerable Host Populations			
Number of beneficiaries	90,000		
Duration of project	24 months (1 July 2013 – 30 June 2015)		
WFP food tonnage	23,859 mt		
WFP food cost US\$12,235,036			
Total cost to WFP	US\$27,470,914		

#### **EXECUTIVE SUMMARY**

The number of refugees and asylum seekers in Liberia grew substantially in 2011 following the unrest triggered by the December 2010 presidential election in Côte d'Ivoire. Persisting violence and a weak rule of law - especially in western Côte d'Ivoire – has made repatriation too dangerous. As a result, 65,000 Ivorian refugees continue to reside in four Liberian border counties: Grand Gedeh, Maryland, Nimba and River Gee. The humanitarian crisis is putting additional strain on a precarious food security situation.

Based on a joint assessment mission in November 2012, WFP and partners recommended continuing relief food assistance to Côte d'Ivoire refugees residing in designated camps and supporting early recovery for refugees living in host communities. Due to the high food insecurity among the host population, WFP will build on the experience gained during the recent emergency operation to scale-up activities that target vulnerable Liberian households hosting Ivorian refugees.

The objectives of this protracted relief and recovery operation are aligned to WFP's Strategic Objectives 1 (Save lives and protect livelihoods in emergencies) and 3 (Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations), specifically:

- improve the food security and nutrition of refugees from Côte d'Ivoire and vulnerable host populations in Liberia who have been adversely affected by the refugee influx (Strategic Objective 1);
- treat moderate acute malnutrition in children aged 6-59 months from the refugee and host populations in the four refugee-hosting counties (Strategic Objective 3);
- prevent stunting through complementary feeding for children 6-23 months and pregnant and lactating women within refugee and host populations (Strategic Objective 3);

- protect the livelihoods of vulnerable host populations and alleviate their food insecurity during the lean season (Strategic Objective 3); and,
- improve enrolment and attendance rates among refugee primary school children attending schools in Liberia (Strategic Objective 3).

#### SITUATION ANALYSIS

#### Context

- 1. Since the 2003 Comprehensive Peace Agreement, Liberia has been recovering from a 14-year civil war that destroyed national infrastructure and basic social services. Increased stability has supported increased economic growth: real gross domestic product growth is estimated at 8.3 percent in 2012 and 7.5 percent in 2013.<sup>1</sup> However, minimal social protection mechanisms leave vulnerable groups highly at risk to economic and environmental shocks.
- <sup>2.</sup> The overall population of refugees and asylum seekers in Liberia grew significantly in 2011 following the unrest triggered by the December 2010 presidential election in Côte d'Ivoire. More than 200,000 Ivorians crossed into Liberia as refugees between November 2010 and May 2011. Despite the establishment of the new Government and improved security, persisting violence and a weak rule of law especially in western Côte d'Ivoire has restricted repatriation. Land tenure contentions in Côte d'Ivoire also discourage refugees from returning home.<sup>2</sup>
- 3. A cross-border attack in June 2012 resulted in the deaths of seven United Nations peacekeepers and 10 civilians and provoked a new influx of refugees across the Liberian border, mainly comprising women, children and the elderly. The attack also resulted in a slowing of the voluntary repatriation exercise.
- 4. There is also a small but steady influx of refugees from the Tabou area of Côte d'Ivoire into Maryland county, as the consequence of alleged abuses committed by the Republican Forces of Côte d'Ivoire.<sup>3</sup> In the first four months of 2013, the United Nations High Commissioner for Refugees (UNHCR) report 7,300 Ivoirians have returned home from Liberia.
- 5. It is estimated that 65,000 refugees continue to reside in Liberia: 36,500 in camps and 28,500 with host communities across the four Liberian border counties of Grand Gedeh, Maryland, Nimba and River Gee.
- 6. From the onset of the crisis, host communities in Liberia have been forthcoming in providing land to refugees to support cultivation of staple crops. Consequently, land disputes have been less prevalent in Liberia than in Côte d'Ivoire. Ivorian refugees living in host communities have better and easier access to land and livelihood opportunities compared to those living in camps.<sup>4</sup> A small number of refugees in



<sup>&</sup>lt;sup>1</sup> International Monetary Fund. March 2013 Review Mission. (<u>http://www.imf.org/external/np/sec/pr/2013/pr1388.htm</u>)

<sup>2</sup> UNDP, 2012, February, Cross Border Assessment Between Liberia and Côte d'Ivoire, January and February 2012: Security Stabilization and Food Security, UNDP.

<sup>&</sup>lt;sup>3</sup> Office of the United Nations High Commissioner for Refugees (UNHCR), refugee status 31 January 2013.

<sup>&</sup>lt;sup>4</sup> UNHCR/WFP. 2012. JAM.

camps are engaged in petty trade (e.g. selling vegetables, producing charcoal, tailoring, hairdressing, catering). In contrast, refugees living in host communities are more actively engaged in agricultural cultivation.

7. There is only limited data available on the education status of Ivorian refugee children. In the refugee camps, children have access to primary schools and early childhood development centres. However, refugee children living in host populations face increased difficulties in accessing schools due to the Government policy to discontinue the Ivorian curriculum in Liberian schools. The language barrier (French-English) has also prevented Ivorian children from enrolling in the regular school system in Liberia.

#### The Food Security and Nutrition Situation

- 8. Low production of rice and cassava in Liberia result in dependency on international imports and vulnerability to price and exchange rate fluctuations. Current retail prices of the national staple (rice) are at least 10 percent higher than during the same period in 2011 in most parts of the country.<sup>5</sup>
- 9. Historically, the four refugee influx counties (Grand Gedeh, Maryland, Nimba and River Gee) are among the most food-insecure in Liberia.<sup>6</sup> Food insecurity in Maryland and River Gee counties is particularly high.

Refugees residing in camps

- 10. The food consumption of refugees living in camps is highly variable, with 60-65 percent of households having "acceptable" consumption, 30-35 percent "borderline" consumption; and 5 percent "poor" consumption.<sup>7</sup> Households with borderline and poor food consumption are generally headed by the elderly or disabled, or those who lack access to alternative livelihood opportunities to complement food assistance.
- 11. Between 60–70 percent of food consumed by refugees is from food assistance while 30-40 percent is obtained through purchasing from camp markets, exchanging food rations or using alternative sources of income.<sup>8</sup> The bartering of rations (mainly rice) represents 5-10 percent of total consumption. Refugees in camps often cultivate small vegetable gardens to supplement general food distributions (GFD). Meat is either purchased in camp markets or is obtained through hunting.

#### Refugees residing in host communities

12. Due to close ethnic ties with host populations, refugees living outside camps have improved access to local markets and agricultural smallholdings. They depend primarily on direct purchase (65-70 percent) for their consumption, with 20-25 percent of their food requirements met through personal production (mainly rice and cassava). The remaining 10 percent of food needs is received as gifts from neighbours, friends and relatives.<sup>9</sup>

<sup>7</sup> Ibid.



<sup>&</sup>lt;sup>5</sup> WFP. December 2012 Liberia Market Bulletin.

<sup>&</sup>lt;sup>6</sup> WFP. Comprehensive Food Security and Nutrition Surveys 2006, 2008, 2010 and preliminary findings from 2012.

<sup>&</sup>lt;sup>8</sup> UNHCR/WFP. 2012. JAM.

<sup>&</sup>lt;sup>9</sup> Ibid.

- 13. Around 75 percent of refugees living in host communities have "acceptable" food consumption, 17 percent "borderline" and 9 percent "poor" consumption. Due to poor infrastructure, access to many refugee-hosting communities is inhibited during the rainy season, reducing food availability and increasing prices.
- 14. The 2012 joint assessment mission (JAM) reveals that a majority of refugee households headed by women, who are particularly vulnerable to food insecurity due to their inability to engage in complementary livelihood activities. Women are also vulnerable to possible abuses from local communities in exchange for good/services or "protection".
- 15. Chronic malnutrition affects 42 percent of children under 5 nationwide.<sup>10</sup> In nine of the 15 counties, stunting is very high, exceeding 40 percent.<sup>11</sup> Chronic malnutrition is the result of chronic food insecurity, poverty, lack of education among caretakers, poor feeding practices, unsafe water, unsanitary environments and recurrent childhood illnesses. Stunting in the refugee camps is very high at 45 percent.<sup>12</sup> Vitamin A deficiency affects 13 percent of children 6–35 months and 38 percent of pregnant women. The prevalence of anaemia is 59 percent amongst children 6–35 months,<sup>13</sup> and is even higher in refugee camp settings, 74 percent of children 6-59 months and 57 percent of women which is considered "critical" by WHO standard of 40 percent or higher:.<sup>14</sup> Micronutrient deficiencies threaten to erode recent gains made in reducing infant mortality.
- 16. Whilst the global acute malnutrition (GAM) prevalence is low (2.8 percent), aggravating factors, including high food insecurity and underlying diseases, indicate a risk that it may deteriorate. Infant and young child feeding (IYCF) practices are sub-optimal: timely initiation of breastfeeding is low at 60 percent and the introduction of solid, semi-solid or soft foods at 6 months is only 36 percent. Furthermore, almost a quarter of the children are affected by diarrhoea which increases the risk of acute malnutrition, especially during the rainy season.<sup>15</sup>
- 17. At the national level, malnutrition is highest among women aged 15–19 years whose low body mass index (BMI) of 15 percent (compared to 7.5 percent among women overall) poses a particular concern considering the high rate of teenage pregnancies.<sup>16</sup> Infant mortality is 80 per 1,000 births, mortality among children under 5 is 112 per 1,000 live births<sup>17</sup> and maternal mortality is 990 per 100,000 births.

<sup>&</sup>lt;sup>17</sup> 2009, The State of the World's Children, UNICEF/United Nations Population Division, New York.



<sup>&</sup>lt;sup>10</sup> Government and WFP 2010. Comprehensive Food Security and Nutrition Surveys (CFSNS)

<sup>&</sup>lt;sup>11</sup> Stunting prevalence between 30 percent and 39 percent is considered "high" and above 40 percent is "very high". World Health Organization, 1995. Cut-off values for public health significance: www.who.int/nutgrowthdb/en.

<sup>&</sup>lt;sup>12</sup> UNHCR, WFP, October 2012. Nutrition survey,

<sup>&</sup>lt;sup>13</sup> 2011, Liberian National Micronutrient Survey, Ministry of Health and Social Welfare/United Nations Children's Fund (UNICEF).

<sup>&</sup>lt;sup>14</sup> 2012, Nutrition Survey in South Eastern Region of Liberia, UNHCR, WFP.

<sup>&</sup>lt;sup>15</sup> Ibid.

<sup>&</sup>lt;sup>16</sup> Government and WFP 2010. CFSNS.

## POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

#### Policies, Capacities and Actions of the Government

- 18. The Liberian Refugee Repatriation and Resettlement Commission (LRRRC) issued a statement in mid-2012 that all refugees should move to designated refugee camps by end-December 2012. However, many refugees are reluctant to relocate to the camps because they are socio-economically integrated into the host communities, which has enabled them to access better income-generating activities (agriculture, trading, etc.). The Government's strategy is to provide direct food assistance only to refugees located in designated refugee camps.
- 19. Through the *Agenda for Transformation* (2013-2017) the Government aims to: expand rice production; rehabilitate national infrastructure; and strengthen the resilience of rural communities to external economic shocks (food and fuel price increases) through agricultural asset-creation and increased accessibility to health and nutrition services at the community level.

#### Policies, Capacities and Actions of other Major Actors

20. Complementary services such as healthcare, water, sanitation, hygiene, protection, among others, are provided by the Government and humanitarian partners including UNHCR, the United Nations Children's Fund (UNICEF), the Food and Agriculture Organization of the United Nations (FAO) and other United Nations agencies and non-governmental organizations (NGOs).

#### Coordination

- 21. A Strategic Policy Group comprising representatives from all United Nations agencies and the United Nations Mission in Liberia (UNMIL) is chaired by the Special Representative to the Secretary General. The group serves as a forum for policy discussions and to achieve greater harmonization of United Nation interventions. The United Nations country team consists of 19 United Nations agencies, funds and programmes and the World Bank. At sub-national level, coordination is assured through County Support Teams and Joint Offices to increase efficiency at the field level.
- 22. The Deputy Special Representative of the Secretary-General (DSRSG) and Humanitarian Coordinator are responsible for overall coordination of humanitarian action in Liberia. Coordination committees include sector working groups such as shelter, food, water and sanitation and logistics. WFP chairs the food sector working group. A monthly Humanitarian Action Committee ensures coordination of partners engaged in relief activities. At the local level, monthly inter-agency coordination meetings engage county authorities, LRRRC, United Nations sub-offices and NGO field offices review the refugee operation. This includes food sector meetings to review and address food distribution issues.



23. The Government and the United Nations launched a "Critical Humanitarian Gaps 2013" appeal for US\$37 million to support the ongoing operations targeting Ivorian refugees and Liberian host communities in the four influx counties.

#### **OBJECTIVES OF WFP ASSISTANCE**

- 24. This PRRO aims to provide support to refugees and host populations in line with WFP Strategic Objective 1 and 3.<sup>18</sup> More specifically, PRRO 200550 aims to:
  - improve the food security and nutrition of refugees from Côte d'Ivoire and vulnerable host populations in Liberia who have been adversely affected by the refugee influx (Strategic Objective 1);
  - treat children aged 6-59 months with moderate acute malnutrition (MAM) in host communities and refugees living outside the camps (Strategic Objective 3);
  - prevent stunting through complementary feeding for children aged 6-23 months and pregnant and lactating women in refugee and host populations (Strategic Objective 3);
  - protect livelihoods and create assets for vulnerable host populations and refugees living within host communities, especially during the lean season (Strategic Objective 3); and
  - improve enrolment and attendance rates among refugee primary school children attending schools in camps (Strategic Objective 3).
- 25. This PRRO will contribute towards the achievement of Millennium Development Goals 1, 2, 4 and 5.<sup>19</sup>

### WFP RESPONSE STRATEGY

#### Nature and Effectiveness of Food Security-Related Assistance to Date

- 26. This PRRO will complement WFP Liberia's ongoing country programme (CP) 200395 (2013–2017), which aims to reduce chronic food insecurity, strengthen social safety nets, and develop national capacity for sustainable management of safety-net programmes, focusing on: (i) school feeding; (ii) nutrition support; and (iii) food assistance for assets (FFA).<sup>20</sup>
- 27. In response to the refugee crisis in late-2010, WFP prepared an immediate response emergency operation for three months while developing a full emergency operation (EMOP), which assisted Ivorian refugees and affected host communities from early 2011 to mid-2013. The EMOP (200225) delivered a range of activities including: emergency rations; GFD; targeted supplementary feeding for treatment of MAM; complementary feeding for prevention of stunting; school feeding and FFA.

<sup>20</sup> There will be no overlap between the CP and PRRO: although FFA activities will be implemented in Nimba County under both operations, they will target different communities; and school feeding under the CP targets children in schools in host communities while the PRRO will only support primary schools in refugee camps.



<sup>&</sup>lt;sup>18</sup> Strategic Objective 1: Save lives and protect livelihoods in emergencies; Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations.

<sup>&</sup>lt;sup>19</sup> MDG 1: Eradicate extreme poverty and hunger; MDG 2: Achieve universal primary education; MDG 4: Reduce child mortality; MDG 5: Improve maternal health.

- 28. At the start of the Côte d'Ivoire refugee crisis, GAM rates increased in the Liberian counties receiving refugees to 9 percent in December 2010.<sup>21</sup> With food assistance provided by WFP and other partners, GAM was successfully reduced to 4 percent by November 2012.<sup>22</sup> Noting that malnutrition prevalence is below "serious" thresholds in the camps, the 2012 JAM mission recommended modifying the GFD food basket, providing Super Cereal only through targeted supplementary feeding activities rather than as part of the general food ration.
- 29. During the EMOP, FFA proved successful in reducing the adoption of negative food-related coping mechanisms<sup>23</sup> by host communities and refugees outside of the camps. WFP post-distribution and joint assessment monitoring activities reported that households spend most of their income on rice and vegetable oil, with a preference for these commodities for food transfers. Feeder road rehabilitation and repair of bridges contributed to improved access to markets and food in the affected communities.

#### **Strategy Outline**

The design of this PRRO is based on consultations with partners, United Nations sister agencies and the 2012 JAM recommendations.

### Relief

- 30. *General food distribution (GFD):* WFP will provide GFD for all refugees residing in designated refugee camps given their limited access to informal livelihood opportunities. WFP will aim to adjust the food ration or further integrate/increase links to FFA based on livelihood assessments.
- 31. *Treatment of moderate acute malnutrition (MAM)*: WFP will provide targeted supplementary feeding to children aged 6-59 months with MAM living in host communities (both host population and refugees residing in host communities) in collaboration with Ministry of Health. To maximize impact, behaviour change communication (BCC) will promote adequate IYCF practices. Implementation modalities, including exit and entry criteria, will follow the National Protocol on MAM.
- 32. UNICEF will support the treatment of severe acute malnutrition (SAM) in host communities. UNHCR will continue to provide treatment for MAM in the refugee camps.
- 33. The Ministry of Health, UNICEF and WFP are rolling out the Integrated Management of Acute Malnutrition approach in Liberia. Continued treatment of MAM for the short-term and capacity development for government facilities are considered crucial by the Ministry of Health and the nutrition sector. In line with the WFP country programme and current government policy, a hand-over strategy will enable WFP to gradually phase out nutrition support for the Liberian population after the first year of implementation, with a view to handing-over responsibility and ownership to the

<sup>&</sup>lt;sup>23</sup> Such as reducing number of meals; migrating to bigger localities for livelihood opportunities; or working in illegal mines.



<sup>&</sup>lt;sup>21</sup> Action contre la faim, February 2011. Anthropometric nutrition and retrospective morbidity survey, children 6-59 months.

<sup>&</sup>lt;sup>22</sup> UNHCR, WFP and the Government of Liberia, 2012. Nutrition Survey in South Eastern Region of Liberia.

Ministry of Health in the second year of the PRRO. As part of the phase out, WFP will undertake a capacity needs assessment of the Ministry of Health and will invest in strengthening capacity in procurement and distribution of food commodities.

#### Early recovery and transition

- 34. *Prevention of chronic malnutrition:* to address the high prevalence of stunting in refugee camps, WFP will support: (i) complementary feeding in collaboration with the Ministry of Health and other partners for 8,000 children aged 6-23 months Ivorian children residing in host communities and refugee camps; and (ii) provision of a fortified blended food to 6,000 pregnant and lactating women living in host communities/camps to improve nutrient intake. Both activities will be complemented with BCC activities such as training and focus group discussions, adequate IYCF practices, nutrition education and good hygiene practices.
- 35. WFP will also invest in strengthening the capacity of the Ministry of Health staff through technical support and training. By the end of the PRRO, WFP will phase out direct nutritional food assistance in all refugee affected counties. Efforts will then shift towards technical support to develop a local solution for food fortification, and encouraging greater dietary diversification and consumption of more nutritional foodstuffs by vulnerable groups.<sup>24</sup>
- 36. *Food assistance for assets:* WFP will provide host populations and refugees residing in host communities with food to support asset creation during the lean season (March–August): when traditional agricultural activities are less intensive, other livelihood opportunities are not available and access to food in local markets is limited. FFA will focus mainly on:
  - developing lowland rice infrastructure on community land to expand production; and
  - strengthening market linkages through the rehabilitation of feeder roads and clearing of key roads to improve physical access to local markets.

No asset-creation activities are planned in camps in view of the ongoing voluntary repatriation efforts.

37. *School feeding*: WFP will provide on-site hot meals to refugee school children attending primary schools in refugee camps in order to improve enrolment and attendance rates. The provision of hot meals will be in close coordination with parent-teacher associations (PTAs), government counterparts and development partners. Hot meals will ensure that school-aged children attend school and are not encouraged to engage in competing household activities. This support will be coordinated with the school feeding assistance being provided to host community children through country programme 200395.

<sup>&</sup>lt;sup>24</sup> The Ministry of Health capacity development activities implemented under CP 200395 will complement this PRRO, including supporting the integration of community based management of acute malnutrition through the training of county level health workers and managers.



#### Handover Strategy

- 38. Though there has been progress towards peace and development in Côte d'Ivoire, UNHCR does not foresee an invocation of the cessation clause<sup>25</sup> by 2015. UNHCR plans to continue to facilitate the voluntary repatriation of refugees to Côte d'Ivoire in 2013. UNHCR will not advocate for local integration for Ivorian refugees in Liberia. Nonetheless, until a medium-term perspective for the resolution of insecurity and land tenure issues in western Côte d'Ivoire is established, it is expected that a significant population of refugees will remain in Liberia over the next two years, especially those living in host communities.
- 39. This PRRO aims to invest in developing the capacity of the Ministry of Health to promote a gradual and sequenced hand-over of the nutrition support activities.
- 40. WFP will place particular emphasis on the selection of local NGOs and subsequent training and capacity building of both partners and government to facilitate handover of FFA activities.

#### **BENEFICIARIES AND TARGETING**

- 41. WFP will target refugees residing in designated refugee camps for GFD: 50,000 in the first year and 40,000 in the second year. Beneficiary planning figures are based upon the UNHCR voluntary registration process and projected planning figures and will be adjusted in line with the planned UNHCR re-verification exercise in 2014. All registered refugees are issued with identification cards, which facilitates targeting and distributions.
- 42. The nutrition support activities will target 4,000 children aged between 6-59 months with MAM living in host communities (both host population and refugees) using the latest UNHCR host community data.<sup>26</sup> UNHCR will treat children with MAM within the camps. The targeting will ensure equal treatment to all vulnerable children and will not differentiate between the host population and refugees. In addition,  $8,000^{27}$ children aged 6-23 months and 6,000 pregnant and lactating women will be targeted for prevention of chronic malnutrition.
- 43. FFA activities will target 40,000 vulnerable beneficiaries residing in host communities in Grand Gedeh, Maryland, Nimba and River Gee counties. FFA will contribute towards improved livelihood opportunities and better resilience to economic and environmental shocks. Beneficiaries will be selected in close

<sup>&</sup>lt;sup>27</sup> Target is calculated assuming that 20 percent of the children registered as aged 6-59 months are aged 6-23 months, and aiming for an 80 percent coverage rate.



<sup>&</sup>lt;sup>25</sup> Cessation clauses: Legal provisions in the refugee definition that set out the conditions under which refugee status comes to an end because it is no longer needed. Cessation clauses are found in Article 1(C) of the 1951 Refugee Convention, and in Article I (4) of the 1969 OAU Convention. <sup>26</sup> This assumes 4 percent GAM levels and a coverage rate of 80 percent during the first year of implementation.

collaboration with local authorities, community leaders and cooperating partners through a participatory process which will identify households most affected by the pressures of hosting refugees and other underlying causes of vulnerability to food insecurity.

- 44. Local FFA committees with equal male and female representation will work with the Government, NGO partners and WFP field offices to select people most in need of assistance according to agreed vulnerability criteria. These multi-stakeholder groups will also be responsible for developing a beneficiary register and ensuring accurate record keeping. Priority will be given to refugee-hosting households headed by pregnant and lactating women, orphans, elderly people and people who lost substantial assets as a result of the conflict. Able-bodied adults from vulnerable households will participate in FFA activities. Interventions will seek to bridge the food gap, and are linked to seasonal livelihood patterns. Each participant will receive assistance for a total of 120 working days. The heads of identified vulnerable households will be issued with an identity card displaying the names and number of family members to facilitate identification during food distributions.
- 45. WFP will provide on-site feeding for Ivorian refugee children attending primary schools and early childhood development centres located in camps. Hot meals will target 9,000 refugee schoolchildren during the first year, reaching up to 10,000 schoolchildren in the second year, in anticipation of an increased number of refugees relocating to refugee camps.



TABLE 1: BENEFICIARIES BY ACTIVITY								
	2013 (Jul to Dec)		2014 (Jan to Jun)		2014 (Jul to Dec)		2015 (Jan to Jun)	
Activity	Men/ boys	Women/ girls	Men/ boys	Women/ girls	Men/ Boys	Women/ girls	Men/ boys	Women/ girls
Relief								
General food distribution	25,000	25,000	25,000	25,000	20,000	20,000	20,000	20,000
MAM treatment: children 6-59 months	950	1,050	950	1,050	0	0	0	0
Sub-total	25,950	26,050	25,950	26,050	20,000	20,000	20,000	20.000
Early recovery								
Food assistance for assets <sup>28</sup>	20,000	20,000	20,000	20,000	20,000	20,000	20,000	20,000
School feeding	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000
Prevention of stunting: PLW	0	3,000	0	3,000	0	3,000	0	3,000
Prevention of stunting: children 6- 23 months	3,800	4,200	3,800	4,200	3,800	4,200	3,800	4,200
Sub-total	28,800	32,200	28,800	32,200	28,800	32,200	28,800	32,200
Total	54,750	58,250	54,750	58,250	48,800	52,200	48,800	52,200
Adjusted Total*	45,000	45,000	45,000	45,000	40,000	40,000	40,000	40,000

\*Avoids double-counting of beneficiaries assisted through more than one activity.

#### NUTRITIONAL CONSIDERATIONS AND RATIONS

- 46. The GFD ration is cereals (rice), pulses, vegetable oil, sugar and salt, providing 2,042 kcal/per/day. Refugees residing in refugee camps will receive GFD each month.
- 47. The rations for all nutrition-specific activities are aligned with WFP's new nutrition policy. Plumpy'sup® will be provided for the treatment of MAM in children aged 6-59 months. Super Cereal will be utilized for complementary feeding to pregnant and lactating women to provide essential macro and micronutrients. Plumpy'doz® will be provided to children aged 6-23 months to reduce stunting.
- 48. The FFA ration will be rice and vegetable oil, reflecting the preferences of targeted vulnerable host populations and refugees living in host communities.
- 49. School meals will comprise one daily fortified hot meal for all refugee children attending primary schools and early childhood development centres in camps. The

<sup>&</sup>lt;sup>28</sup> FFA is implemented from March to August of each year of the PRRO.



ration for the school feeding activity will include cereals (bulgur wheat), pulses, vegetable oil and salt, and is in line with the ration for school feeding component in the country programme 200395. Vegetable oil enriched with vitamin A and iron aims to help address the high prevalence of vitamin A deficiency and anaemia.

	TABLE 2: F	OOD RATIO	N BY ACTIVIT	Y (g/person/c	lay)	
Commodity	GFD	MAM treatment: children 6- 59 months	Prevention of stunting: children 6- 23 months	Prevention of stunting: PLWs	FFA	School Feeding
Cereals	400				500	135
Pulses	65					35
Super Cereal				200		
Vegetable oil	35			20	75	10
Sugar	15			15		
Salt	5					3
Plumpy'sup®		92				
Plumpy'doz®			47			
TOTAL	520	92	47	235	575	183
Total kcal/day	2,040	500	247	989	2,464	687
Number of feeding days per year	365	90	365	365	120	186

50. Food transfers have been chosen as the preferred transfer modality in the first six months of the PRRO (July–December 2013). However, WFP will assess the possible inclusion of cash and/or voucher transfers for the future. A cash/voucher feasibility assessment is planned for November 2013 in the four refugee-affected counties.

TABLE 3 : TOTAL FOOD REQUIREMENTS BY ACTIVITY (mt)							
Commodities	General food distribution	MAM treatment: children 6-59 months	Prevention of stunting: children 6-23 months	Prevention of stunting: PLWs	Food assistance for assets	School Feeding	Total
Cereals	12,960				4,800	477	18,237
Pulses	2,106					124	2,230
Super Cereal				432			432
Vegetable oil	1,134			43	720	35	1,932
Sugar	486			32			518
Salt	162					11	173
Plumpy'sup®		66					66



Plumpy'doz®			271				271
TOTAL	16,848	66	271	507	5,520	647	23,859

#### **IMPLEMENTATION ARRANGEMENTS**

#### Partners

- 51. WFP works closely with the LRRRC and UNHCR. GFD will be conducted by experienced cooperating partners, including Caritas Palmas, the Danish Refugee Council and the Norwegian Refugee Council.
- 52. The Ministry of Health will be responsible for planning, implementing and monitoring all targeted nutrition-specific activities, which will be implemented through government health facilities. WFP will focus on procurement, logistics and distribution, while supporting capacity development in logistics, project implementation, monitoring and reporting.
- 53. FFA activities will be implemented at the field level through cooperating partners. WFP works in close consultation with the county and district authorities and community members using a participatory approach to select activities that are sensitive to each target area's early recovery needs. WFP will partner with FAO for technical support and Ministry of Agriculture extension workers will be seconded to WFP.

#### Non-Food Items

54. WFP and cooperating partners will provide communities with the equipment and materials needed for asset creation, with support from Government and other partners anticipated through joint planning. A memorandum of understanding will be signed with UNICEF and UNHCR to provide non-food items including school supplies and compensation for teachers and other school staff.

#### Procurement

55. Most of the food requirements will be procured internationally and regionally. WFP and the Ministry of Health will collaborate on the procurement of special nutrition products to ensure national capacity is developed in this area in the future.

#### Logistics

56. The Free Port of Monrovia is the main point of entry which receives WFP commodities and serves as the main logistics base to support extended delivery points and final delivery points during food delivery and distribution.<sup>29</sup> Due to the limited resources available to the Government and cooperating partners, WFP covers all landside transport, storage and handling associated costs. Difficult road conditions

<sup>&</sup>lt;sup>29</sup> WFP has offices, a vehicle maintenance workshop and warehouses (20,000 mt) in the Free Port of Monrovia, while the combined capacity of the current four extended delivery points in Voinjama, Saclapea, Zwedru and Harper is 14,000 mt.



and bridges, especially during the rainy season, are challenging for access to beneficiaries. To support capacity development of the logistics sector, WFP food distributions are increasingly undertaken by vetted Liberian transport and logistics firms.<sup>30</sup> Food deliveries to Harper port are transported from Monrovia by the UNMIL Catrina vessel.

57. Where possible, WFP provides logistics and storage services to government, United Nations and NGO partners. WFP also solicits assistance from United Nations partners, including UNMIL and UNHCR, when demand for transport exceeds internal capacity.

#### Participation

- 58. In collaboration with the United Nations country team's coordinator for prevention of sexual exploitation and abuse (SEA), WFP will exercise a zero tolerance on SEA for WFP and partner staff, as specified in all contracts with partners. WFP will hold SEA awareness raising sessions for all staff and cooperating partners, and will take the lead in integrating SEA prevention into the joint inter-agency monitoring system.
- 59. WFP will ensure that beneficiaries and partners are consulted throughout planning and implementation of all PRRO activities. WFP will encourage female participation at all levels. Females are represented in at least 50 percent of leadership committees at the community level. Women will account for at least 50 percent of leadership positions in FFA committees to promote the broader participation of women. Where possible, female WFP food monitors will be chosen to minimize risks of exposure for women beneficiaries.

#### **PERFORMANCE MONITORING**

- 60. The PRRO activities will be jointly monitored by WFP field monitors, government, United Nations and NGO partners using the online WFP monitoring tool-kit. Monitoring data is analyzed monthly and reports shared with stakeholders. Outcome and output indicators are reported annually through the Standard Project Report. The country office will compile quarterly M&E reports to review and inform activities.
- 61. WFP's cooperating partners will report using agreed standards, with data disaggregated by gender. WFP and UNHCR staff and refugee food committee members will also monitor regular on-site distributions and undertake post-distribution monitoring.
- 62. Refugee school committees and education partners will supervise the adherence of schools to the established school feeding code of conduct. WFP will work closely with PTAs to encourage their full participation and ownership of school feeding activitiesy.

<sup>&</sup>lt;sup>30</sup> A decision informed by a comprehensive May 2012 Market Review of the Transport and Logistic Sector.



63. WFP Liberia's internal audit will serve as a check for food delivery, distribution and utilization at the sub-office and project level.

#### **RISK MANAGEMENT**

- 64. Continued insecurity in Côte d'Ivoire, land conflicts and possible spill-over effects from neighbouring countries may cause a further influx of refugees and internally displaced persons. UNMIL's reduced presence could also have a major impact upon the security situation in Liberia. WFP and UNHCR will continue to monitor refugee movements closely.
- 65. Fluctuating food prices may contribute to a worsening in the food insecurity and nutritional status of refugee host communities. WFP will continue to monitor markets and adjust activities if necessary. Poor road conditions may impede the timely delivery of food commodities to target beneficiaries, especially during the rainy season. WFP will endeavour to pre-position food assistance where feasible.
- 66. Inadequate implementation capacity of government and NGO partners may constrain the achievement of some objectives. WFP will proactively identify and invest in areas for capacity development to maximize the effectiveness of partners. Monitoring by refugee camp and community monitoring committees will also minimize corruption at the field level. WFP promotes a zero tolerance for corruption and has put in place strong control mechanisms.
- 67. WFP will work with stakeholders to ensure a protection focus to avoid unintentionally jeopardizing people's safety and dignity, especially for women, or inadvertently triggering social conflict between assisted and non-assisted communities.
- 68. Food pipeline breaks would put the food security and nutrition of the targeted population at risk and could result in refugee protests. To avoid such breaks, WFP will maintain advocacy and fundraising, will manage resources prudently, and preposition food. WFP and UNHCR will ensure consistent dissemination of information to donors, partners and the media.

#### **SECURITY CONSIDERATIONS**

- 69. The security situation in Liberia remains stable. Tribal conflicts, land disputes, dislocated ex-combatants, as well as the possible spill-over of instability from Côte d'Ivoire pose threats, particularly in border areas.
- 70. WFP is a member of inter-agency coordination mechanisms for security management headed by the United Nations Department of Safety and Security and UNMIL, which helps deal with the influx of populations from neighbouring countries. United Nations security structures are in place and WFP has met almost all minimum operating security standards requirements for operating in high risk areas.



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#### APPROVAL

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Date:....

Ertharin Cousin Executive Director United Nations World Food Programme



#### **ANNEX I-A**

BUDGET INCREASE COST BREAKDOWN				
Food <sup>31</sup>	Quantity <i>(mt)</i>	Value (US\$)	Value (US\$)	
Cereals (Wheat and Rice)	18,237	407.49	7,431,345	
Pulses	2,230	575	1,282,072	
Oil and Fats	1,933	920	1,777,937	
Mixed and Blended Food	769	1,864.92	1,434,047	
Other (sugar & salt)	691	448.10	309,635	
Total Commodity	Total Commodity 23,859			
External transport	3,123,550			
Landside transport, storage and handling	5,904,695			
Other Direct Operational Costs	1,158,146			
Direct Support Costs <sup>32</sup> (see Annex I-B)			3,252,324	
Total WFP direct costs			25,673,751	
Indirect Support Costs (7.0 percent) <sup>33</sup>			1,797,163	
TOTAL WFP COSTS			27,470,914	



 <sup>&</sup>lt;sup>31</sup> This is a notional food basket for budgeting and approval. The contents may vary.
 <sup>32</sup> Indicative figure for information purposes. The direct support costs allotment is reviewed annually.
 <sup>33</sup> The indirect support cost rate may be amended by the Board during the project.

## ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)		
Staff and Staff Related Costs		
Local Staff - National Officer	63,911	
Local Staff- General Service	1,092,147	
Local Staff - Temporary Assist. (SSC, SSA, Other)	75,867	
International Consultancy	680,400	
Non Staff HR: UNV	115,839	
Travel	665,920	
Sub-total Staff and Staff Related Costs	2,694,084	
Recurring Expenses		
Rental of Facility	44,000	
Utilities General	6,200	
Office Supplies & Other Consumables	5,840	
Communications & IT Services	252,750	
Equipment Repair and Maintenance	8,200	
Vehicle Running Cost and Maintenance	44,200	
Sub-total Recurring Expenses	361,190	
Equipment & Capital Costs		
Vehicle Leasing	40,800	
TC/IT Equipment,	146,250	
Local Security Costs	10,000	
Sub-total Equipment & Capital Costs	197,050	
DSC Total	3,252,324	



	ANNEX II: LOGICAL FRAMEWORK	
Results	Performance indicators	Risks and Assumptions
Strategic Objective 1: Save lives and protect livelihood	ds in emergencies	
<ol> <li>Goals:</li> <li>To save lives in emergencies amongst lvorian refugee</li> <li>To protect livelihoods and enhance self-reliance amor</li> <li>To support the return of refugees through food and nu</li> </ol>	ng populations hosting refugees;	
Outcome 1.1 Improved food consumption over assistance period in the refugee and host populations	Household food consumption score: > 80 percent household with good food consumption score (above 28)	<ul> <li>Security situation remains stable; target groups are accessible in Liberia.</li> <li>Complementary services and items such as healthcare, water, sanitation, hygiene, protection, non-food items, among others, are provided by UNHCR, UNICEF, the Government of Liberia, other United Nations agencies and NGOs.</li> <li>Partners (the Ministry of Health, NGOs) have capacity to collect and analyze information.</li> </ul>
Output 1.1.1 Food items distributed in sufficient quantity and quality for targeted beneficiaries of GFD under secure conditions Output 1.2.1 Increased participation and empowerment of women at community level in decision making bodies	<ul> <li>No. of refugees by age group and gender receiving GFD and as % of planned – target 100%; 2013: 50,000; 2014: 40,000; 2015: 40,000</li> <li>Quantity of food distributed as % of planned GFD by food type – target 100%; 2013: 4,680 mt; 2014: 8,424 mt; 2015: 3,744 mt</li> <li>Number of women in leadership position in food management committees - target 50%</li> </ul>	Food pipeline remains healthy
Strategic Objective 3: Restore and rebuild lives and live	l relihoods in post-conflict, post-disaster or transition situation	S
Outcome 3.1 Adequate food consumption over assistance period for targeted households, communities, IDPs and refugees	<ul> <li>Household food consumption score</li> </ul>	<ul> <li>NFIs and services continue to be available to reduce the need to exchange food for NFIs and services</li> </ul>
<b>Output 3.1.1</b> Food items distributed in sufficient quantity and quality for targeted beneficiaries of FFA under secure conditions.	<ul> <li>No. of beneficiaries (host population &amp; refugees) by age group and gender receiving FFA as % of planned – target: 100%</li> <li>Quantity of food distributed to FFA beneficiaries as % of planned – target 100%; 2013: 853 mt; 2014: 2,558 mt; 2015: 1,706 mt</li> </ul>	<ul> <li>Food commodity is available in the quantity required.</li> <li>Community members are willing to participant in asset creation activities</li> </ul>

<b>Output 3.1.2</b> Developed, built or restored livelihood assets by targeted communities and individuals.	<ul> <li>Hectares (ha) of agricultural land rehabilitated for cultivation through FFA – Target: TBD</li> <li>Number of bridges repaired through FFA – Target: TBD</li> <li>Kilometers of feeder roads repaired/maintained through FFA – Target: TBD</li> </ul>	<ul> <li>Food commodity is available in the quantity required.</li> <li>Community members are willing to participant in asset creation activities</li> </ul>
Outcome 3.2 Increased access to education in assisted primary schools and ECDs in refugee camps.	<ul> <li>Attendance rate: Number of schoolchildren attending school during the course of a school year as a percent of total students enrolled during the school year. (Target 70%)</li> <li>Enrolment rate: Average annual rate of change in numbers of girls and boys enrolled (Target 85%)</li> <li>Gender ratio of enrolment (Target 1).</li> </ul>	<ul> <li>Food commodity is available in the quantity required.</li> <li>Government partner (Ministry of Education) has capacity to effectively partner implement planned activities.</li> </ul>
Outcome 3.2.1 Stabilized enrollment of girls and boys in assisted primary schools at pre-war level	<ul> <li>Enrolment: average annual rate of change in numbers of girls and boys enrolled in assisted schools (target:5%)</li> </ul>	<ul> <li>Partners (Ministry of Education) have capacity to collect and analyze information.</li> </ul>
Output 3.2.1 Timely provision of food in sufficient quantity for targeted schoolchildren	<ul> <li>Number of Ivorian school children receiving daily school meals as a percentage of plan. Target:100%</li> <li>Quantity of food distributed as % of planned school meals by commodity type – target 100%; 2013: 125 mt; 2014: 320 mt; 2015: 201 mt</li> </ul>	<ul> <li>Food pipeline remains healthy</li> </ul>
Outcome 3.3 Reduced acute malnutrition in target groups of children and/or populations	Prevalence of acute malnutrition among children under 5 (weight for height as %). Target; maintain at or reduce GAM below 2.8%	Complementary services and items such as healthcare, water, sanitation, hygiene, protection, non-food items, among others, are provided by UNHCR, UNICEF, the Government of Liberia, other United Nations agencies and NGOs.
<b>Outcome 3.4</b> Reduced stunting in targeted children/communities and individuals	Prevalence of stunting among children under 2 (height-for- age as %)	Complementary services and items such as healthcare, water, sanitation, hygiene, protection, non-food items, among others, are provided by UNHCR, UNICEF, the Government of Liberia, other United Nations agencies and NGOs.
Output 3.3.1 Targeted children and PLW receive fortified food supplements	<ul> <li>Number of PLW and children, by gender and age, receiving food assistance as a percentage of planned – target:100%</li> <li>Quantity of food distributed as % of planned – target: 100%</li> <li>Number of health centres assisted.</li> </ul>	<ul> <li>Health facilities have adequate medical personnel, equipment, drugs and services</li> <li>Willingness of food-insecure PLW to participate</li> </ul>



	ANNEX II: LOGICAL FRAMEWORK	
Results	Performance indicators	Assumptions
Strategic Objective 1: Save lives an	d protect livelihoods in emergencies	1
	ongst Ivorian refugees; æ self-reliance among populations hosting refugees; through food and nutrition assistance	
<b>Outcome 1.1</b> Improved food consumption over assistance period in the refugee and host populations	<ul> <li>Household food consumption score: Target: 80% of refugees and host communities above 28</li> </ul>	<ul> <li>Security situation remains stable; target groups are accessible in Liberia</li> <li>Complementary services and items (eg healthcare, water, sanitation, hygiene, protection, Non-food items) are provided by UNHCR, UNICEF, the Government, other United Nations agencies and NGOs</li> <li>Partners (the Ministry of Health, NGOs) have capacity to collect and analyze information</li> </ul>
Output 1.1.1: Food items distributed in sufficient quantity and quality for targeted beneficiaries of GFD under secure conditions Output 1.2.1 Increased participation and empowerment of women at community level in decision making bodies	<ul> <li>Number of refugees by age group and gender receiving GFD and as % of planned Target 100%</li> <li>Quantity of food distributed as % of planned GFD by food type – Target 100%</li> <li>Number of women in leadership position in food management committees Target 50%</li> </ul>	Food pipeline remains healthy
Strategic Objective 3: Restore and r	ebuild lives and livelihoods in post-conflict, post-disaster or transition situations	
<b>Outcome 3.1:</b> Adequate food consumption over assistance period for targeted households, communities, IDPs and refugees	<ul> <li>Household food consumption score Target: 80% of refugees of targeted households above 28</li> </ul>	<ul> <li>NFIs and services continue to be available to reduce the need to exchange food for NFIs and services</li> </ul>
<b>Output 3.1.1:</b> Food items distributed in sufficient quantity and quality for targeted beneficiaries of FFA under secure conditions	<ul> <li>Number of beneficiaries (host population &amp; refugees) by age group and gender receiving FFA as percentage of planned Target: 100%</li> <li>Quantity of food distributed to FFA beneficiaries as percentage of planned Target 100%</li> </ul>	<ul> <li>Food commodity is available in the quantity required</li> <li>Community members are willing to participant in asset creation activities</li> </ul>
<b>Output 3.1.2:</b> Developed, built or restored livelihood assets by targeted communities and individuals.	<ul> <li>Hectares of agricultural land rehabilitated for cultivation through FFA Target: to be determined</li> <li>Number of bridges repaired through FFA Target:</li> </ul>	<ul> <li>Food commodity is available in the quantity required</li> <li>Community members are willing to participant in asset-creation activities</li> </ul>



	Kilometres of feeder roads repaired/maintained through FFA Target: to be determined	
<b>Outcome 3.2:</b> Increased access to education in assisted primary schools and early childhood development centres in refugee camps.	<ul> <li>Attendance rate: Number of schoolchildren attending school during the course of a school year as a percent of total students enrolled during the school year Target 70%</li> <li>Enrolment rate: Average annual rate of change in numbers of girls and boys enrolled Target 85%</li> <li>Gender ratio of enrolment Target: 1</li> </ul>	<ul> <li>Food commodity is available in the quantity required.</li> <li>Government partner (Ministry of Education) has capacity to effectively partner implement planned activities.</li> </ul>
Outcome 3.2.1: Stabilized enrollment of girls and boys in assisted primary schools at pre-war level	Enrolment: average annual rate of change in numbers of girls and boys enrolled in assisted schools Target: 5%	Partners (Ministry of Education) have capacity to collect and analyze information.
<b>Output 3.2.1:</b> Timely provision of food in sufficient quantity for targeted schoolchildren	<ul> <li>Number of Ivorian school children receiving daily school meals as a percentage of plan Target:100%</li> <li>Quantity of food distributed as percentage of planned school meals by commodity type Target 100%</li> </ul>	Food pipeline remains healthy
<b>Outcome 3.3:</b> Reduced acute malnutrition in target groups of children and/or populations	<ul> <li>Prevalence of acute malnutrition among children under 5 (weight- for-height as percentage)</li> <li>Target: maintain at or reduce GAM below 2.8%</li> </ul>	Complementary services and items such as healthcare, water, sanitation, hygiene, protection, NFI, among others, are provided by UNHCR, UNICEF, the Government, other United Nations agencies and NGOs.
Outcome 3.4: Reduced stunting in targeted children/communities and individuals	Prevalence of stunting among children under 2 (18-29 months height-for-age as %) Both sexes 44.69% (male 50.83%, female 38.77%) * reduce by 5 point percentage to below 40%	Complementary services and items such as healthcare, water, sanitation, hygiene, protection, NFI, among others, are provided by UNHCR, UNICEF, the Government, other United Nations agencies and NGOs.
<b>Output 3.3.1:</b> Targeted children and pregnant and lactating women receive fortified food supplements	<ul> <li>Number of pregnant and lactating women and children, by gender and age, receiving food assistance as a percentage of planned Target:100%</li> <li>Quantity of food distributed as percentage of planned Target: 100%</li> <li>Number of health centres assisted Target : 100% of planned</li> </ul>	<ul> <li>Health facilities have adequate medical personnel, equipment, drugs and services</li> <li>Willingness of food-insecure pregnant and lactating women to participate</li> </ul>





ANNEX III - MAP OF PRRO 200550 ACTIVITES IN LIBERIA

#### ACRONYMS

BCC CFSNS	behaviour change communication Comprehensive Food Security and Nutrition Survey
СР	country programme
EMOP	emergency operation
FFA	food for assets
GAM	global acute malnutrition
GFD	general food distribution
IYCF	infant and young child feeding
JAM	joint assessment mission
LRRRC	Liberian Refugee Repatriation and Resettlement Commission
MAM	moderate acute malnutrition
NFI	non-food item
NGO	non-governmental organization
PRRO	protracted relief and recovery operation
PTA	parent-teacher association
SAM	severe acute malnutrition
SEA	sexual exploitation and abuse
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNMIL	United Nations Mission in Liberia
WFP	United Nations World Food Programme

